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Integrated and coordinated implementation of and follow-up to the outcomes of the major United Nations conferences and summits in the economic, social and related fields

Follow-up to the outcome of the Millennium Summit

Programme budget for the biennium 2006-2007

2005 World Summit Outcome: Peacebuilding Support Office

Revised estimates to the programme budget for the biennium 2006-2007

Report of the Secretary-General

Summary

The present report is submitted pursuant to the decision of the Fifth Committee as contained in the Committee's report of 30 December 2005 (A/60/598, para. 5), in conjunction with the adoption of Assembly resolution 60/180, by which the Assembly requested the Secretary-General to report back to it as recommended by the Advisory Committee on Administrative and Budgetary Questions in its report on the statement of programme budget implications concerning the Peacebuilding Support Office (A/60/7/Add.25). It provides updated information on the status of the establishment of the Peacebuilding Support Office, including information on resource requirements of the Office, and the proposed arrangements to meet those requirements.

The total requirements for the Peacebuilding Support Office for the biennium 2006-2007 amount to $5,595,400. Of these requirements, $2,790,000, corresponding to eight posts would be met through redeployment or through secondment of staff from other organizations of the United Nations system. It is proposed that the remaining requirements be accommodated within the overall resources approved for 2006-2007, through the utilization of the provision for special political missions appropriated under section 3, Political affairs, of the programme budget for the biennium 2006-2007.

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I. Introduction

1. Having considered the statement of programme budget implications concerning the Peacebuilding Support Office,[1] the Advisory Committee on Administrative and Budgetary Questions recommended in its report[2] that the Secretary-General should revisit the issue of the establishment of the Peacebuilding Support Office and submit a proposal that would be consistent with the intent of the General Assembly as contained in its resolution 60/1, entitled "2005 World Summit Outcome". By a decision taken by the Fifth Committee (see A/60/598, para. 5) in conjunction with the adoption of resolution 60/180, the Secretary-General was requested to report back to the General Assembly as recommended by the Advisory Committee.

2. The present report outlines the programmatic and financial aspects of establishing the Peacebuilding Support Office. The report also outlines the resource requirements of the Office for the biennium 2006-2007 and includes proposals how those requirements could be accommodated.

3. The total requirements of the Peacebuilding Support Office for the biennium 2006-2007 amount to $5,595,400. To the extent possible, efforts have been made to accommodate the post requirements from within the existing post complement of the Secretariat, with five posts (corresponding to an expenditure of $1,604,200) out of the total of 15 posts required for the Office have been identified for redeployment under the post movement flexibility provided for in General Assembly resolution 60/246. In addition, three posts, corresponding to $1,185,800, are expected to be provided on a non-reimbursable basis by other organizations of the United Nations system. The remaining requirements of the Office amount to $2,805,400 in post and non-post requirements. It is proposed that these requirements be accommodated within the overall resources approved for 2006-2007 through the utilization of the provision for special political missions appropriated under section 3, Political affairs, of the programme budget for biennium 2006-2007.

II. Peacebuilding Support Office

4. By its resolution 60/1, the General Assembly requested the Secretary-General to establish, within the Secretariat and from within existing resources, a small peacebuilding support office staffed by qualified experts to assist and support the Peacebuilding Commission, drawing from the best expertise available.

5. Following consideration by the General Assembly of the statement of programme budget implications arising from resolution 60/1 and the decisions thereon, and in accordance with the decision taken by the Fifth Committee (see A/60/598, para. 5) in conjunction with the adoption of resolution 60/180, the present report provides further information on the roles and functions of the Peacebuilding Support Office and its relationship with the Peacebuilding Commission, the United Nations system, including United Nations peace operations, the Bretton Woods institutions as well as the multilateral and bilateral organizations involved in peacebuilding. The report takes into account the feedback, comments and advice

[1] A/C.5/60/22.

[2] A/60/7/Add.25.

received in the context of consultations with expert bodies of the United Nations, Member States and senior officials in the United Nations system.

6. In resolution 60/180, the General Assembly reiterated its request that a small peacebuilding office be established, to be staffed by qualified experts to assist and support the Commission, and recognized that such support could include gathering and analysing information relating to the availability of financial resources, relevant United Nations in-country planning activities, progress towards meeting short and medium-term recovery goals and best practices with respect to cross-cutting peacebuilding issues.

7. The Peacebuilding Commission needs the critical support of the Peacebuilding Support Office in order to fulfil its main purposes, as described in resolution 60/180:

(a) Bring together all relevant actors to marshal resources and to advise on and propose integrated strategies for post-conflict peacebuilding and recovery;

(b) Focus attention on the reconstruction and institution-building efforts necessary for recovery from conflict and to support the development of integrated strategies in order to lay the foundation for sustainable development;

(c) Provide recommendations and information to improve the coordination of all relevant actors within and outside the United Nations, to develop best practices, to help to ensure predictable financing for early recovery activities and to extend the period of attention given by the international community to post-conflict recovery;

The challenge of post-conflict peacebuilding and the role of the United Nations

8. There have been over 200 armed conflicts in nearly 150 countries since the founding of the United Nations. More than 100 separate conflicts have occurred in the past 15 years; 30 remain active today. Nearly all of the recent conflicts are internal. Moreover, 50 per cent of countries emerging from war have fallen back into armed conflict within five years. There is thus an urgent need to assist countries emerging from conflict to achieve long-term peace and stability.

9. Providing assistance to countries that are making the transition from war to peace is one of the principal challenges facing the United Nations. The Department of Peacekeeping Operations has taken the lead in the setting up of and management of complex peacekeeping operations; the United Nations Development Programme (UNDP) has focused on assistance for recovery; the Department of Political Affairs is and will continue to contribute to supporting peace operations, including taking steps to strengthen its capacities in mediation; and other departments, agencies, funds and programmes, such as the Office for the Coordination of Humanitarian Affairs, the Office of the United Nations High Commissioner for Human Rights (OHCHR), the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF) and the World Food Programme (WFP), have also played a role.

10. However, the challenges in peacebuilding are daunting. The desirable outcomes are complex and multifaceted (for example demobilization and reintegration of armies, dealing with vast unemployment in States where the economy is destroyed and there is high illiteracy, strengthening the rule of law in

societies where it has collapsed), while the approach of the international community has often been ad hoc and largely without adequate integrated strategic planning or proper coordination.

11. Together with the United Nations, there are many international actors involved in peacebuilding operations. The World Bank and the International Monetary Fund (IMF) may play critical roles. Regional organizations such as the African Union and the European Union and other international and regional organizations, including NATO, are often present on the ground and play an important role. Funding from donor Governments through bilateral aid agencies is also increasingly focused on transition countries and recovery efforts.

12. While an internal review by the Secretary-General of the United Nations capability in peacebuilding is ongoing, preliminary indications have highlighted that the United Nations system has only a very limited capacity to develop strategic and coherent peacebuilding plans and has often proceeded in an ad hoc manner. The United Nations is not geared to: (a) maintaining an overview of peacebuilding capacities and efforts within and outside the United Nations system; (b) collecting information and undertaking analysis that will cut across existing political, peacekeeping, humanitarian and development lines and that will be integrated and comprehensive; or (c) working towards coherent United Nations strategies and partnerships. In addition, in some critical areas of peacebuilding assistance, such as strengthening the rule of law, United Nations expertise is either weak or highly dispersed across 10 or more United Nations entities. There is also a need for a more systematic approach to partnerships with regional organizations and other expert networks to draw more effectively on the best expertise available.

The role of the Peacebuilding Support Office

13. The Peacebuilding Support Office must assist the Peacebuilding Commission to address this lack of coherence and fragmentation of United Nations capacities, as well as provide the Commission with analytical and technical support to undertake its advisory role and make informed decisions with regard to the development and implementation of integrated peace strategies for countries emerging from conflict.

14. Depending on the country context, post-conflict peacebuilding requires a combination of coordinated and coherent political, peacekeeping, development, humanitarian and human rights activities, which together foster and support sustainable structures, institutions and processes to strengthen coexistence and decrease the likelihood of the reoccurrence of armed conflict. The main challenges include empowering national actors to manage political transition and national constituting processes. This includes support for national dialogue, constitution making, transitional justice and the reform of the security forces and the justice system. It also includes the return, resettlement and reintegration of displaced refugee populations and, more critically, ex-combatants. Another challenge often involves national efforts to rebuild the State by clarifying and capacitating governance systems, institutions and decision-making processes to enable the State to perform its core functions, such as providing security, managing public finances, providing infrastructure and social services, administrating justice and investing in human capital.

15. Post-conflict situations are often characterized by absence of national ownership, lack of a clear path for the peacebuilding process and lack of

accountability, leading to uncertainty. Direct funding by donors in parallel to efforts by Governments and the lack of alignment with national systems, plans and priorities are often the hallmark of peacebuilding interventions. As a result, Governments and transitional authorities are unable to plan their peacebuilding and recovery efforts effectively.

16. Increasingly it is being recognized that the international community contributes most effectively to peacebuilding when it supports activities within a nationally defined and owned framework and strategy. Peacebuilding assistance outside a national strategy and framework creates the serious risk of establishing parallel structures, duplication of efforts and waste of resources, misguided programming and short-term approaches. The phasing and sequencing of such assistance is also important and should reflect the priorities, specificities and requirements of the transition as it varies from one country to another.

17. In order to provide effective and context-appropriate advice to post-conflict countries on how to develop and implement integrated peacebuilding strategies, the Peacebuilding Commission will require dedicated support from the Peacebuilding Support Office to facilitate the development of strategies and options by the actors on the ground, especially transitional authorities and resident United Nations leadership. The assistance provided by the Peacebuilding Support Office could include both facilitation and technical support.

18. It is not envisaged that the Peacebuilding Commission and the Peacebuilding Support Office will possess direct operational capacity. In the country concerned, the United Nations will continue to be represented by the Special Representative of the Secretary-General or the Resident Coordinator. Where there is a peacekeeping operation, the Department of Peacekeeping Operations will remain the lead department in charge of the operation in all its aspects. Likewise, the different United Nations agencies, funds and programmes will continue to execute their respective mandates, where appropriate, within the framework of an integrated mission.

19. The Peacebuilding Support Office will count on and complement the capacities of existing actors, including Secretariat offices and departments, the specialized agencies and United Nations funds and programmes. Capacities for operational peacebuilding activities will remain in other parts of the United Nations system. The value added by the Peacebuilding Support Office will be to facilitate coherence, identify gaps, recommend ways in which these gaps may be addressed and ensure that the Peacebuilding Commission is able to draw, as necessary and in a timely and efficient manner, on the expertise and capacities of the United Nations system as a whole as well as on outside expert networks, regional organizations and other institutions. In addition, through its lessons learned function, it will seek to ensure that knowledge gained from past experience is included in advice provided by the Secretary-General to the Commission.

The specific functional roles of the Peacebuilding Support Office

20. In light of the requirements set out in General Assembly resolution 60/180, which specifically requested the establishment of a small peacebuilding office staffed by qualified experts to assist and support the Commission and recognized that such support could include gathering and analysing information relating to the availability of financial resources, relevant United Nations in-country planning

activities, progress towards meeting short and medium-term recovery goals and best practices with respect to cross-cutting peacebuilding issues, the functional roles of the Peacebuilding Support Office and its substantive support to the Commission could be described as follows:

(a) Financing for peacebuilding support: the Office will collate and analyse information on the assessed, voluntary, grant-based and other financing for post-conflict countries, using available sources of information on aid flows from within national systems, the United Nations, the World Bank, the Organization for Economic Cooperation and Development/Development Assistance Committee or others; in cases where such sources are inadequate or unavailable, the Office will advocate strengthening the capacities of mandated agencies/partners to ensure the establishment of such systems; the Office will advise the Peacebuilding Commission on the best ways to ensure sustained financing of recovery, development and other peacebuilding activities, including those aimed at national capacity-building, and maintain liaison with development organizations and international financial institutions;

(b) Planning support: the Office will convene and lead peacebuilding planning efforts in the United Nations system, provide strategic inputs into the integrated missions planning process, develop substantive reports on in-country planning activities on progress in meeting peacebuilding goals for submission to the Peacebuilding Commission and assess progress in implementation;

(c) Policy and analysis support: review best practices in peacebuilding, prepare analytical reports on cross-cutting peacebuilding issues, provide high quality analysis of lessons learned, maintain partnerships with expert networks and develop and manage a knowledge network within the United Nations system;

(d) Other support: in addition, the Office will oversee the management, coordination and decision-making aspects of the Peacebuilding Fund, as specified in the terms of reference of that facility, and ensure that oversight and reporting needs as required by the Peacebuilding Commission are met; it will also coordinate support and servicing of the Peacebuilding Commission.

21. It is recognized that the Peacebuilding Support Office would be faced with challenging responsibilities. Accordingly, to meet these challenges and in performing the functions described above, the Office will draw on the best expertise in the system and outside networks on country specific and thematic peacebuilding issues to present sound analysis and information to the Commission to enable it to make informed decisions and to perform its advisory role. For example, it is envisaged that the Office will draw on the Department of Political Affairs for political advice, the Department of Peacekeeping Operations for peacekeeping expertise and UNDP for development-related issues. It will also benefit from the expertise of the Office for the Coordination of Humanitarian Affairs and OHCHR.

Competencies required for the Peacebuilding Support Office

22. Assuming that the Peacebuilding Commission requests support for two country situations in the first year of operation, the Office will require a total of four professional staff members, in addition to those to be redeployed internally (5) and those expected on non-reimbursable secondment from organizations of the United Nations system (3), with a combination of the following competencies in order to

support the above functions: significant on-the-ground experience in United Nations peacebuilding operations; expertise in the facilitation of consultative processes and in engaging diverse and conflicted actors in such processes, coupled with broad and substantive expertise in critical substantive peacebuilding issues and processes such as state-building best practice, rule of law strengthening, post-conflict economic governance, transitional governance and financing for peacebuilding; and significant expertise in policy/analysis, benchmarking, monitoring and evaluating fluid process of change and shifting and contingent outcomes that characterize post-conflict situations. The Office will also integrate gender and human rights expertise to ensure that these issues are mainstreamed in all its activities in support of the Commission.

III. Resource requirements

23. It will be recalled that, in his report of 3 November 2005 (A/60/537), the Secretary-General presented the revised estimates to the proposed programme budget for the biennium 2006-2007 arising from the 2005 World Summit Outcome. The requirements of the Peacebuilding Support Office were included under section 3, Political affairs, of the programme budget, and included 21 posts as well as non-post resources.

24. Following consideration of the programme budget for the biennium 2006-2007 and the adoption of the related decisions by the General Assembly, the establishment of a Peacebuilding Support Office, as requested in paragraph 104 of the 2005 World Summit Outcome, has been revisited both from the substantive and financial perspectives. It has been determined that the Office would require a total of 15 posts (12 Professional and 3 General Service), as well as non-post resources in order to appropriately fulfil the functions outlined in the earlier part of the report. Pending initial meetings of the Peacebuilding Commission and any specific guidance to be obtained therefrom, the requirements of the Office have been formulated on the assumption that the Peacebuilding Commission will, on average, examine two to three active country situations in its first year of operation. The quantum and composition of resources of the Office will be progressively reviewed as circumstances develop in relation to the work of the Commission.

25. As requested by the General Assembly, efforts were made to identify existing resources that could be redeployed to the Peacebuilding Support Office. At this time, in view of resources having been recently approved by the General Assembly to carry out existing mandates, it is envisaged that five posts could be made available for redeployment to the Office. Furthermore, based on preliminary discussions, three posts could be expected to be provided, on a non-reimbursable basis, by other organizations of the United Nations system. Consequently, the net requirements of the Office amount to seven posts (4 Professional and 3 General Service) or $2,805,400.

26. The post and non-post resource requirements of the Office for the biennium 2006-2007 are summarized in table 1 below.

27. As concerns the extrabudgetary resources, in its resolution 60/1, the General Assembly requested the Secretary-General to establish a multi-year standing peacebuilding fund for post-conflict peacebuilding, with the objective of ensuring the immediate release of resources needed to launch peacebuilding activities and the

availability of appropriate financing for recovery. In this connection, in ensuring the full management of the resources to be received for the purpose, the related staff and non-staff resources will be funded directly from the fund, bearing in mind that extrabudgetary activities are not subsidized by the regular budget or vice-versa. This direct funding from the peacebuilding fund is based on the assumption that resources so received are not earmarked by the donors.

Table 1
Overall resource requirements

	Resources (thousands of United States dollars)				*Posts*			
Category	*2006-2007 estimate*	*To be met through redeployment*	*To be met through secondment*	*Total net requirements*	*2006-2007 estimate*	*To be met through redeployment*	*To be met through secondment*	*Total net requirements*
	1	*2*	*3*	*4 = (1 + 2 + 3)*	*5*	*6*	*7*	*8 = (5 + 6 + 7)*
Regular budget								
Post	4 049.4	(1 604.2)	(1 185.8)	1 259.4	15	(5)	(3)	7
Non-post	1 546.0	—	—	1 546.0	—	—	—	—
Total	**5 595.4**	**(1 604.2)**	**(1 185.8)**	**2 805.4**	**15**	**(5)**	**(3)**	**7**

Table 2
Resource requirements under section 3, Political affairs

	Resources (thousands of United States dollars)				*Posts*			
Category	*2006-2007 estimate*	*To be met through redeployment*	*To be met through secondment*	*Total net requirements*	*2006-2007 estimate*	*To be met through redeployment*	*To be met through secondment*	*Total net requirements*
	1	*2*	*3*	*4 = (1 + 2 + 3)*	*5*	*6*	*7*	*8 = (5 + 6 + 7)*
Regular budget								
Post	4 049.4	(1 604.2)	(1 185.8)	1 259.4	15	(5)	(3)	7
Non-post	792.2	—	—	792.2	—	—	—	—
Total	**4 841.6**	**(1 604.2)**	**(1 185.8)**	**2 051.6**	**15**	**(5)**	**(3)**	**7**

28. The amount of $2,051,600 provides for post and non-post resource requirements of the Peacebuilding Support Office. The resources under posts ($1,259,400) provide for the establishment of seven posts (1 ASG, 1 D-2, 1 D-1, 1 P-5, 1 General Service (Principal level) and 2 General Service (Other level)). The Office would be headed by the Assistant Secretary-General for Peacebuilding Support, who would be responsible for the overall management and direction of the Office. The Assistant Secretary-General will be supported by two staff (1 P-5 and 1 General Service (Principal level)). The Office would comprise three components in addition to a peacebuilding fund unit: (a) Financing for Peacebuilding Support headed by a D-1 and supported by 1 P-5 and 1 P-4; (b) Planning Support headed by a D-2 and supported by 1 P-5, 1 P-4, 1 P-3, and 1 General Service (Other level) staff; and (c) Policy and Analysis Support headed by 1 D-1 and supported by 1 P-5,

1 P-3 and 1 General Service (Other level) staff. An organization chart (see annex I) and a function chart (see annex II) are attached to the present report. The organization chart graphically demonstrates the distribution between the components of the Office and also indicates the type of funding, by redeployment, by secondment and by new posts.

29. The estimated requirements under non-post items in the amount of $792,200 would provide for (a) general temporary assistance ($158,800) and overtime ($54,200); (b) services of consultants required for in-depth studies of peacebuilding experience in particular countries or in relation to major thematic issues or of financing mechanisms for early recovery and transition ($228,000); (c) official travel of the Assistant Secretary-General and the staff of the Office ($252,300); (d) general operating expenses, such as communications, maintenance of office automation equipment ($73,200), supplies and materials ($2,100) and office automation equipment ($23,600).

Table 3
Resource requirements under section 28D, Office of Central Support Services

	Resources (thousands of United States dollars)				*Posts*			
Category	*2006-2007 estimate*	*To be met through redeployment*	*To be met through secondment*	*Total net requirements*	*2006-2007 estimate*	*To be met through redeployment*	*To be met through secondment*	*Total net requirements*
	1	*2*	*3*	*4 = (1 + 2 + 3)*	*5*	*6*	*7*	*8 = (5 + 6 + 7)*
Regular budget								
Non-post	753.8	—	—	753.8	—	—	—	—
Total	**753.8**	—	—	**753.8**	—	—	—	—

30. The provision under non-post items also includes the requirements in an amount of $753,800 under section 28D, Office of Central Support Services, of the programme budget for 2006-2007 for rental of premises ($430,500), alteration of office space ($242,600) and acquisition of office furniture and fixtures ($80,700).

IV. Proposed arrangements for funding

31. As indicated in the preceding paragraphs, efforts have been made to accommodate, to the extent possible, the requirements of the Peacebuilding Support Office from within the existing resources. These efforts have resulted in the identification, within the overall approved staffing table of the Secretariat, of five posts for redeployment. These redeployments would be supplemented by the non-reimbursable secondment of three staff to the Office from other organizations of the United Nations system. Recognizing the importance of establishing the Peacebuilding Support Office, efforts will continue to be made to identify further resources for its operations. However, further redeployment of post and non-post resources from within existing resources, or secondment from other organizations of

the United Nations system, without adversely affecting the programme delivery capacity of other departments and offices, is limited.

32. In view of the foregoing, it is proposed to accommodate the net post and non-post requirements of the Peacebuilding Support Office, within the overall resources approved for the biennium 2006-2007, through the utilization of the provision for special political missions appropriated under section 3, Political affairs, of the programme budget for the biennium 2006-2007.

V. Action requested of the General Assembly

33. **The General Assembly is requested to:**

(a) **Approve the budget for the Peacebuilding Support Office for the biennium 2006-2007;**

(b) **Note that five out of the 15 posts would be accommodated through redeployment;**

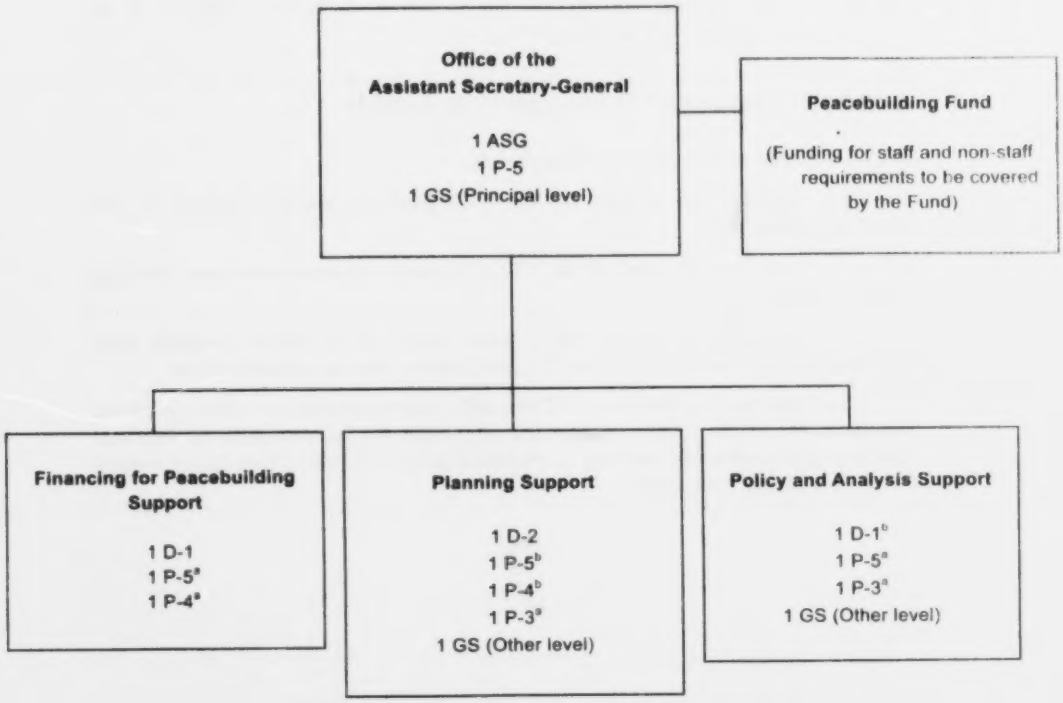
(c) **Note that a further three posts would be provided through non-reimbursable secondment by other United Nations system organizations;**

(d) **Approve a charge of $2,805,400, corresponding to the remaining requirements of the Office against the provision for special political missions already approved under section 3, Political affairs, of the programme budget for the biennium 2006-2007.**

Annex I

Peacebuilding Support Office

Organization chart



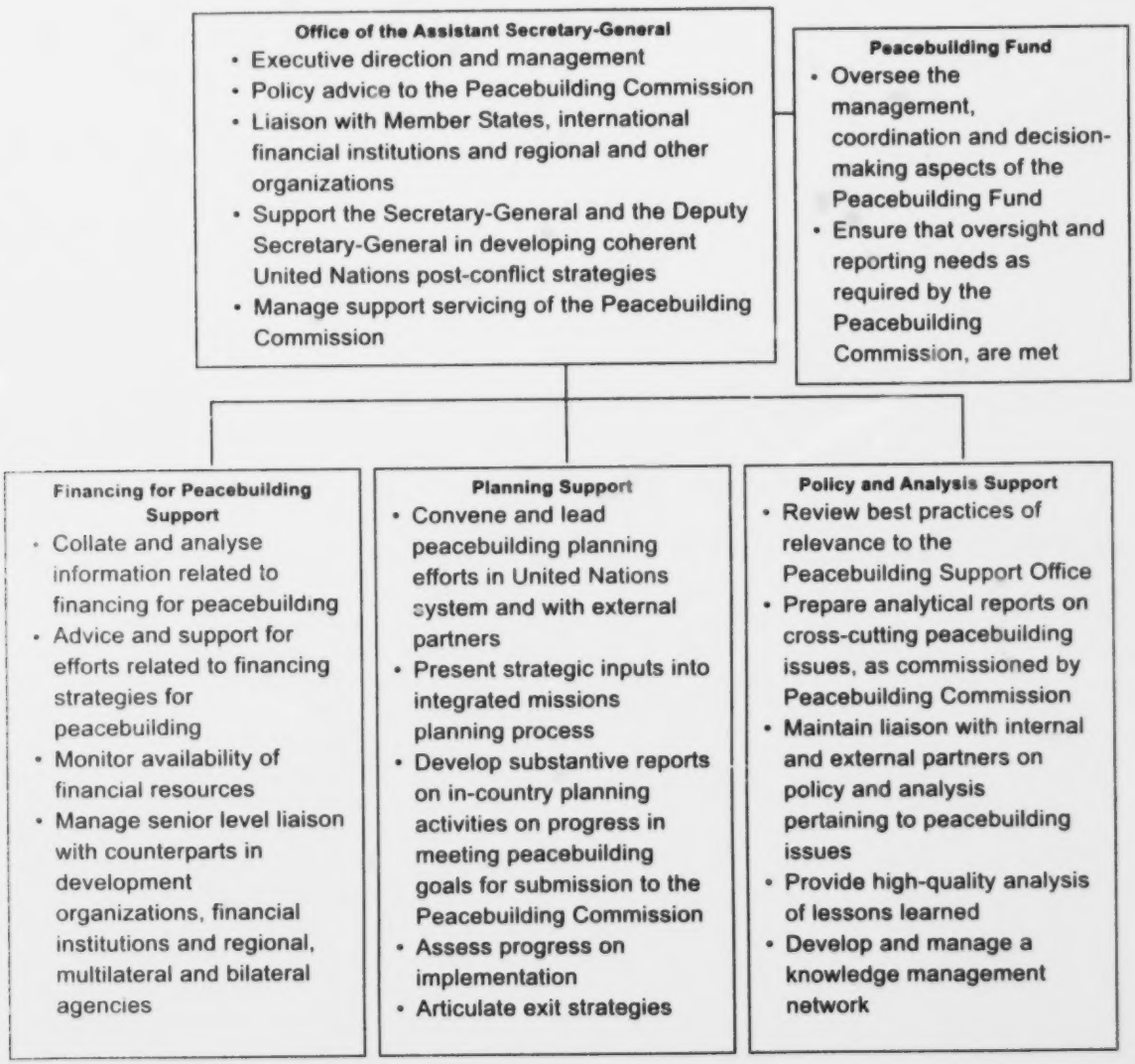
[a] Two P-5, 1 P-4 and 2 P-3 posts to be redeployed to the Office under the post movement flexibility provided under the terms of General Assembly resolution 60/246.

[b] One D-1, 1 P-5 and 1 P-4 to be loaned by United Nations system organizations on a non-reimbursable basis.

Annex II

Peacebuilding Support Office

Function chart


Office of the Assistant Secretary-General
• Executive direction and management
• Policy advice to the Peacebuilding Commission
• Liaison with Member States, international financial institutions and regional and other organizations
• Support the Secretary-General and the Deputy Secretary-General in developing coherent United Nations post-conflict strategies
• Manage support servicing of the Peacebuilding Commission
Peacebuilding Fund
• Oversee the management, coordination and decision-making aspects of the Peacebuilding Fund
• Ensure that oversight and reporting needs as required by the Peacebuilding Commission, are met
Financing for Peacebuilding Support
• Collate and analyse information related to financing for peacebuilding
• Advice and support for efforts related to financing strategies for peacebuilding
• Monitor availability of financial resources
• Manage senior level liaison with counterparts in development organizations, financial institutions and regional, multilateral and bilateral agencies
Planning Support
• Convene and lead peacebuilding planning efforts in United Nations system and with external partners
• Present strategic inputs into integrated missions planning process
• Develop substantive reports on in-country planning activities on progress in meeting peacebuilding goals for submission to the Peacebuilding Commission
• Assess progress on implementation
• Articulate exit strategies
Policy and Analysis Support
• Review best practices of relevance to the Peacebuilding Support Office
• Prepare analytical reports on cross-cutting peacebuilding issues, as commissioned by Peacebuilding Commission
• Maintain liaison with internal and external partners on policy and analysis pertaining to peacebuilding issues
• Provide high-quality analysis of lessons learned
• Develop and manage a knowledge management network

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Strengthened and unified security management system for the United Nations: standardized access control

Report of the Secretary-General

Summary

The present interim report, issued pursuant to General Assembly resolution 59/294, outlines the proposed scope, concept and revised course of action for standardized access control at all main locations of the Organization. It also provides, for further consideration by the General Assembly, the additional information requested in section XI, paragraph 44, of its resolution 59/276, along with the estimated costs involved in addressing critical requirements that should be implemented without delay. The additional improvements identified will bring all main duty stations to a baseline security level with regard to control of access to United Nations premises. The report sets a new timetable for submission to the Assembly at its sixty-first session of a detailed plan for implementation of the project.

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I. Introduction

1. The Secretary-General has proposed for implementation a number of projects to strengthen security and safety at United Nations facilities at Headquarters and other main locations (see A/58/756 and A/59/365/Add.1 and Corr.1). A global access control system, with the aim of ensuring full perimeter security through an integrated and coordinated approach that would allow system and information-sharing among all duty stations, was included among those proposals (A/59/365/Add.1, para. 26).

2. By section XI, paragraph 44, of its resolution 59/276, the General Assembly decided to defer until the second part of its resumed fifty-ninth session consideration of the specific project for a global access control system, pending receipt of a detailed report on the following issues:

(a) Integration with projects approved by the Assembly in previous resolutions, including those in the overall information technology strategy;

(b) The impact of implementing the global access control system on human resources requirements in the area of safety and security;

(c) The individual characteristics of each United Nations headquarters and main duty station;

(d) The implications of the global access control system for the capital master plan;

(e) Detailed information regarding the global identity management system, including the principles and guidelines for sharing the information obtained through the system, the level of centralization needed for managing the information and who would have access to the information;

(f) The time frame for implementation of the system.

3. The Secretary-General has determined that a standardized access control system at all main locations would require a high level of integration and coordination, with project management and delivery mechanisms defined from the inception of the project to ensure its ultimate success (see A/59/776). The Secretary-General therefore proposed that a project access control team be established within the Department of Safety and Security with the aim of planning and, in the event that the project is later approved, coordinating, in close consultation with the Office of Central Support Services, the implementation of a comprehensive, fully integrated and standardized access control system. He has further proposed that the project access control team would commence its work with a review of previous studies and earlier external validations of the project, carry out further studies as may be required and prepare a detailed preliminary design and cost analysis. The resulting standardized access control proposals were expected to include viable alternatives where possible, an assessment of their impact on achieving headquarters minimum operating security standards and measures to prevent cost overruns. A time frame of six to nine months was proposed for planning and preliminary design. The implementation phase was estimated to require 18 to 24 months, following approval of the project concept and design by the General Assembly.

4. The General Assembly, in its resolution 59/294, took note of the report of the Secretary-General (A/59/776) and endorsed the observations and recommendations

of the Advisory Committee on Administrative and Budgetary Questions (A/59/785), including the recommendation for submission of a comprehensive report on the project to be reviewed by the Assembly during its sixtieth session.

II. Proposed concept for standardized access control at United Nations facilities

A. General aspects

5. The aim of the standardized access control project is to ensure an appropriate level of physical security at the United Nations Headquarters premises in New York, including the annex buildings, and at offices away from Headquarters, based on a level of security infrastructure achieved through implementation of the approved projects for strengthening security and safety, taking into account the present or foreseeable threats and risks and bearing in mind the responsibilities and capacities of host Governments. The access control project is therefore intended to complement the considerable work already completed or under way at each main location for the enhancement of physical security and bring it to a consistent, modern, risk-managed and cost-effective standard, as determined by the Department of Safety and Security.

6. "Physical security" entails the full range of construction, fixtures, equipment and procedures that have as their collective purpose the denial of unwanted or criminal access to United Nations facilities. Those functional elements also provide for the safety and security, both routine and in an emergency, of persons authorized to be on United Nations premises. The standardized access control project complements, by bringing up to the necessary standards, those measures already approved by the General Assembly for strengthening the security and safety of United Nations premises both at Headquarters and at offices away from Headquarters. The proposed standardized access control project does not include the Secretariat complex at Headquarters, the requirements for which have been fully addressed through the projects on strengthening security and safety already approved by the General Assembly in its resolution 56/286 and being implemented by the capital master plan office. For Headquarters, the present report covers only the annex buildings, where a number of the Secretariat units as well as United Nations funds and programmes are located.

7. While host Governments bear the primary responsibility for the safety and security of United Nations personnel and activities, the Organization must retain security control within its property line, including access across it. The high symbolic status of each United Nations office at the main locations, including the International Tribunals, coupled with the significant number of staff members and associated personnel accommodated or visiting those locations, entails, depending on location, a medium to high level of risk. This necessitates the following access control functions: pass issuance and control, individual and vehicle access control, perimeter security monitoring, response to incidents and establishment and round-the-clock functioning of a security control centre at each location. These functions, which begin at the property line and continue through such additional layers of protection as may be required within the facility, are designed to channel personnel and vehicle access through control points for verification of identity and authority to

enter, as well as for other security checks. They must also provide for detection of and response to unauthorized entry attempts or other security breaches and for survivability and redundancy to ensure situational awareness and enable responders to react accordingly.

8. The global access control project, as set out by the Secretary-General (see A/59/365/Add.1 and Corr.1), entails system and information-sharing within and among all duty stations. The application of technology such as cameras, intrusion alarms and card-activated turnstiles or barriers, all of which are linked to a hardened local security command post, constitutes today's best practice for physical security at large office complexes at material risk. These modern systems lead to significant advantages in the comprehensiveness and reliability of access control, potentially allowing for more effective use of the security force for other duties such as close protection, investigations or quick response where the additional application of technology is either impracticable or not cost-effective. The potential implications, costs and benefits of linking locally integrated United Nations security systems into a global network, on the other hand, require further analysis.

B. Standardization and integration

9. Standardization, in the context of the proposed standardized access control project, entails "fitness for the purpose" as determined by the threats and risk level prevailing at each location, which is consistently monitored and validated by the Department of Safety and Security. In addition to complying with technical security standards and being compatible with equipment installed, the organizational processes and procedures for physical security must address life cycle cost-effectiveness at the specific locations concerned. There are potential economies of scale to be realized through systems contracts and the avoidance of duplication, coordinated training and unified procedures for system operation and maintenance as a result of standardization among as well as within the main locations.

10. The decision on security and safety standardization among the main locations will be taken in line with both the specific technical standards elaborated by the Department of Safety and Security and the detailed site-specific work at each main location in the course of the project design and engineering. Throughout the project and upon its operationalization, the project access control team will provide technical guidance to local security technicians on such issues as recommended procurement strategies, maintenance provisions, recommended maintenance programmes and operational procedures. The standardization will incorporate private and public sector security benchmarks for similar facilities; the selection of tried, tested and proven suppliers and technologies (taking into account survivability and redundancy); and technological "future-proofing". Should a decision be taken to procure a particular security system or device on a standardized local, regional or global basis, the team will also be responsible for developing uniform installation methodologies, maintenance provisions and recommended programmes as well as operational procedures that make the best use of existing infrastructure.

C. Management

11. The implementation of physical security measures is a shared responsibility of the Department of Safety and Security, the Department of Management and administrative services at each main location. In that connection, the Department of Safety and Security is responsible for providing technical security advice on the scope of work and ensuring that projects meet physical security standards and guidelines. The Department of Management will be responsible for the procurement, construction, financing and maintenance and support of the projects throughout their life cycles at New York, and the local administrative services will be responsible for the same functions at other main locations on the basis of the standard procedures and specifications governed by the Department of Safety and Security. The Department, through its Division of Headquarters Safety and Security Services, will operate the enhanced physical security regimes at each location once projects have been completed and are operational.

12. Site-specific plans that are tailored to local threats and risks and based on consistent standards are the key requirements for the cost-effective enhancement of physical security access control across all main locations. These requirements will be addressed through an enhanced management structure consisting of a steering group and the project access control team (see A/59/776). The steering group is led by the Under-Secretary-General for Safety and Security, with senior-level representation from the Department of Safety and Security and the Department of Management. The project access control team, as proposed by the Secretary-General (see A/59/776, para. 2), is composed of security specialists from the Department of Safety and Security and professionals from the Office of Central Support Services with expertise in information technology and facilities management.

13. Following the completion of initial field visits and a preliminary analysis of the requirements at all main locations, the project access control team will intensify its work in coordinating the more site-specific project definition as well as the implementation planning and support that lies ahead through the six-month process of detailed consultation. In order to ensure that the project is fully tailored to specific conditions on the ground, including arrangements with host Governments, threat assessments and joint security arrangements at each location will be regularly updated in coordination with local law enforcement and security authorities. With the support of the team, access control plans for each location will be verified in line with Department of Safety and Security standards. Care will be taken to ensure that those responsible for on-site procurement and implementation will receive the necessary technical security advice, guidance and assistance in all dimensions.

III. Outcome of assessment of the present security infrastructure at the main locations of the Organization

14. During 2005 the Department of Safety and Security, through a team of experts, undertook a comprehensive assessment of the security posture at each of the eight main locations of the Secretariat and at the International Tribunal for the Former Yugoslavia and the International Criminal Tribunal for Rwanda. The expert team was composed of members with knowledge of both industry and public sector best practices as well as of United Nations security practices at its main locations. In

accordance with the workplan for standardized access control proposed by the Secretary-General (ibid., para. 3) and with a view to providing technical assistance, the team was also accompanied by the project access control team technical consultant who in parallel has been reviewing background documentation related to the project. Information technology and facilities management experts, as well as security personnel, were consulted at each location in the course of the comprehensive assessment. Those visits were the first opportunity for the Department of Safety and Security to augment earlier reports with a comprehensive on-site survey of all the locations mentioned.

15. The experts noted that substantial security improvements had been implemented in the context of a large number of ongoing security and safety strengthening projects over the past two years. No redundant or overly designed projects in excess of requirements, as determined by local conditions, were identified by the experts. However, the team noted some delays in project implementation as well as shortfalls at some locations in connection with security coverage or in the technical parameters of particular barriers, perimeter surveillance or other access control measures. The team attributed these shortcomings in part to insufficient security capacity due to a lack of project management capacity and in part to a delay on the ground in recruitment against authorized security posts at the Professional level. The team, together with the project access control team technical consultant, has also identified specific instances at some locations where technical measures, either in place or planned, required upgrading or adjustment.

16. In its findings, the team of experts proposed that the various sets of minimum operating security standards currently in use, including the headquarters minimum operating security standards, be consolidated by the Department of Safety and Security into a single set of operational instructions that would incorporate additional details, while adding flexibility by setting out mandatory as well as advisory requirements. The team has further suggested that all locations should benefit from access to centralized technical support and guidance from security experts to be set up within the Department in the form of a small technical resource unit. In that regard, the Department, as a first step, would give top priority to the enhancement of security risk assessment procedures and to developing its physical security standards so as to guide ongoing implementation and the identification of future requirements across the United Nations and possibly providing guidance on procedures and standards to other organizations of the United Nations system. The Department, through the project access control team, would at the same time provide local managers with technical advice on a case-by-case basis so as to impart the appropriate security standards while avoiding unnecessary delays in the implementation of projects already under way.

17. The essential features for standardized access control at each main location are perimeter fencing and intrusion detection, rated personnel and vehicle barriers at access points, a reliable pass and identification card system, an operational command and control centre and closed-circuit television coverage at main points. In that connection, and taking into consideration the security strengthening projects either completed or at some stage of implementation, the team of experts and the project access control team, in close collaboration with the chiefs of security at each main location, have identified a number of specific additional requirements that should be addressed without delay. These urgent measures are to bring all surveyed locations to a baseline security level with regard to access control. They include

enhanced or additional vehicle barriers, upgraded perimeter coverage, reinforced security command posts and the introduction or extension of internal zoning. The project access control team has also identified instances in which the introduction or upgrading of locally integrated detection and access control technologies, such as additional closed-circuit television cameras, could present cost-effective opportunities for addressing physical security shortfalls. The additional financial requirements for this immediate physical enhancement of access control are estimated at $23,683,000, as set out in the table below.

Estimated resource requirements by duty station and function/project

(Thousands of United States dollars)

Duty station	*Perimeter intrusion*	*Closed-circuit television*	*Access control barriers*	*Identification server and badging stations*	*Security control room*	*Total*
Geneva	150.0	150.0	—	675.0	946.6	1 921.6
Vienna	210.0	100.0	176.6	525.0	1 100.0	2 111.6
Nairobi	—	1 862.9	2 200.0	425.0	600.0	5 087.9
Addis Ababa	439.4	650.0	950.0	425.0	1 150.0	3 614.4[a]
Santiago	750.0	800.0	577.5	425.0	600.0	3 152.5
Bangkok	—	245.0	—	375.0	325.0	945.0
Beirut	100.0	325.0	1 250.0	375.0	125.0	2 175.0
International Tribunal for the Former Yugoslavia	100.0	—	950.0	325.0	125.0	1 500.0
International Criminal Tribunal for Rwanda	550.0	—	950.0	400.0	75.0	1 975.0
New York annex buildings[b]	—	—	—	—	—	1 200.0
Total	**2 299.4**	**4 132.9**	**7 054.1**	**3 950.0**	**5 046.6**	**23 683.0**[b]

[a] In addition, estimated requirements in the amount of $417,300 for the access control system to be installed in the new office building at the Economic Commission for Africa (see A/60/532, para. 19) would be needed at a later stage. Those requirements will be included in the detailed implementation plan and cost estimates for the project, discussed in section V below.

[b] Urgent security measures for UNITAR, FF and Falchi (archives storage) buildings.

IV. Other considerations

A. Global identity management system

18. By section XI, paragraph 44 (e), of its resolution 59/276, the General Assembly requested detailed information regarding the global identity management system, including the principles and guidelines for sharing the information obtained

through the system, the level of centralization needed for managing the information and who would have access to the information. The global access control system, as proposed by the Secretary-General (see A/59/365/Add.1 and Corr.1), included a global identity management concept. This component of the project was intended to provide accurate identity data repositories, integrated exchange of identity data among all duty stations and databases and enhanced management of identity-related processes through the use of a central worldwide database.

19. The concept for standardized access control as set out in the present report entails the initial use of identity databases at the local level. In line with the Secretary-General's information and communication technology strategy (see A/57/620) and his bulletin on the use of information and communication technology resources and data (ST/SGB/2004/15), the access to, possession of or distribution of such sensitive data will be in accordance with all applicable United Nations regulations, rules and administrative issuances. The policy further establishes norms for safeguarding data and for staff accountability so as to preserve the confidentiality of the information. Access to identity information, in particular records relating to entering and exiting a facility, is deemed confidential and vital and therefore limited to those with a need to know. Local recording of such information, in line with current industry best practices for similar facilities, would be for the sole purpose of issuing passes and providing in an emergency a list of those persons present in the facilities. The data involved in this system, which supplants the need for manual records at entry and exit points, would not be used for any other purpose. The Department of Safety and Security, through the project access control team, will monitor closely the design and implementation of the identity management system at each main location. The Office of Internal Oversight Services, in accordance with Secretary-General's bulletin ST/SGB/2004/15, will also have authority to review and when necessary to conduct investigations into the access, use and sharing of identity data and processes.

20. As a first step, emphasis with respect to identity management will be placed on ensuring at each location a locally based pass issuance and control system of the required standard. In that connection, the Department of Safety and Security will issue and monitor common guidelines for the validation of identity documents, the maintenance of identity and access records and the application of security safeguards with respect to personal identity data to be incorporated into the design, issuance and withdrawal of identity cards or passes. A decision on linking local identity management into a global system will represent a possible further step should subsequent analysis identify a significant operational or cost-benefit advantage of linking local arrangements into a global identity management system. In that case the matter will be referred to the General Assembly for its decision with a full explanation of the rationale, the systems and database architecture involved and associated procedures for the sharing and protection of identity data.

B. Integration with the overall United Nations information technology strategy

21. In paragraph 44 (a) of section XI of its resolution 59/276, the General Assembly mandated the integration of the standardized access control system with other projects approved by the Assembly in previous resolutions, including those being implemented in the context of the overall information technology strategy. Information technology security, disaster recovery, business continuity and crisis

management are broader issues that, while outside the scope of the standardized access control project, may have an impact on this project by imposing new requirements for data links or technological applications. The Department of Safety and Security will therefore continue to maintain close coordination with the Information Technology Services Division of the Office of Central Support Services so as to ensure the compliance of ongoing, intended or future access control and other security activities or systems with the overall United Nations information technology strategy.

C. Impact on human resources requirements

22. In paragraph 44 (b) of section XI of its resolution 59/276, the General Assembly requested an assessment of the impact of implementing the global access control system on human resources requirements in the area of safety and security. As outlined previously in the present report, the introduction of access control technology presents opportunities to improve the quality of service by eliminating human error. It can also enable the more effective use of security personnel for other duties such as investigations, close protection or quick reaction forces through the reallocation of some security personnel to those functions. Specific decisions in that respect may be made at a later stage based on the experience gained from the functioning of the global access control system.

D. Implications for the capital master plan

23. In paragraph 44 (d) of section XI of its resolution 59/276, the General Assembly requested the Secretary-General to report on the implications of the global access control system for the capital master plan. It should be recalled that by its resolution 56/286, the General Assembly moved forward from the capital master plan the implementation of a complex-wide access control project at Headquarters, as proposed by the Secretary-General (see A/56/848, annex I, para. 40 (b) (ii), and annex II). The related measures included the reinforcement of perimeter protection and the installation of surveillance, monitoring and preventive measures linked to a security command centre. That project has been largely implemented. Given that the physical security requirements of the main Secretariat complex are fully addressed through the capital master plan project, the proposed standardized access control project in the case of Headquarters applies only to the Headquarters annex buildings. In that connection it should be noted that the capital master plan-managed project at the main Secretariat complex has been designed for full compatibility with the standardized access control project discussed in the present report.

V. Resource requirements for the project and time frame for implementation

24. It is foreseen that the implementation of the global access control project will be undertaken in two phases. During the first phase it is intended to rectify all shortcomings and gaps in physical security identified during the project reassessment process undertaken in 2005. Those requirements are detailed in paragraphs 14 to 17 above and in summary form in the accompanying table by duty station and function or project. The related costs are estimated at $23,683,000. It is

expected that these immediate improvements in physical security will be completed within a six-month period from the date of approval of this approach by the General Assembly through the temporary reprioritization of projects and utilization to the extent possible of resources approved under section 32, Construction, alteration, improvement and major maintenance, of the programme budget for the biennium 2006-2007 and in the budgets of the International Tribunals.

25. Subject to approval by the General Assembly of the proposed concept, scope and revised course of action for the project as reflected in the present report, during the first phase of project implementation it is also intended that a detailed definition of the project on a site-by-site basis would be developed and a detailed project implementation plan would be submitted to the Assembly at its sixty-first session. That plan would also include proposals for implementation of the project at the annex building at Headquarters, to be carried out on a cost-shared basis with the United Nations funds and programmes, the full project cost estimates and financing arrangements.

26. The second phase of project implementation would begin only after consideration of and approval by the General Assembly of the project proposals to be submitted to it at its sixty-first session. It is estimated that the second phase of implementation will take 18 to 24 months from the date of approval by the Assembly of the implementation plan and relevant financing arrangements.

VI. Conclusions and recommendations

27. **Following the review and assessment of the current status of access control at all main locations of the Organization, a two-phased approach for implementation of the standardized global access control system is proposed. In the first phase, during 2006, measures will be taken to rectify identified shortcomings and gaps in physical security at all main locations. The related estimated requirement in the amount of $23,683,000 is proposed to be met, to the extent possible, through the temporary reprioritization of projects approved for the current biennium under section 32, Construction, alteration, improvement and major maintenance, of the programme budget and in budgets of the International Tribunals.**

28. **Also during 2006, the Secretariat will prepare a detailed plan for implementation of the second phase of the project, addressing issues such as the optimum mixture, quantity, exact design specifications and procurement strategy for the project in all its main locations, defining the scope and approach for standardization and centralization at the local, regional and global levels, creating a capacity for technical security advice and support for system maintenance and identification of the impact of the global access control system on human resources requirements in the area of safety and security.**

29. **The detailed plan and estimated resource requirements for project implementation, including the replacement funding component with respect to measures to be implemented in 2006 in the context of the first phase of the project, will be submitted to the General Assembly at the main part of its sixty-first session.**

30. **The General Assembly is requested to approve the proposed course of action.**